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## ANNUAL REPORT OF THE NIS PROGRAM

Fiscal Year 1951

1. This report covers the third year of operations of the NIS Program. In many respects it was a year of disappointments and setbacks, but it was also a year of attainment and fundamental progress. By its end, the NIS Program was being firmly supported by the Intelligence Agencies and measures were underway which will provide a long-range, continuing development of basic intelligence. Among these were the establishment of permanent staffs in the contributing agencies, the augmentation of collection capabilities in the field for basic intelligence, and the general improvement in the effectiveness of inter-agency coordination. On this firm basis future progress of the NIS Program is assured.

2. At the beginning of the year, NIS production appeared to be in a very favorable position. Over 50 sections had been produced in the last month of Fiscal Year 1950. However, the Korean war caused almost total stoppage of NIS production by the Armed Forces Agencies and considerable reduction by State. This critical situation was brought to the attention of the Director of Central Intelligence who, with the concurrence of the IAC, transmitted a memorandum on 22 August 1950 to the Secretary of Defense which stated in part:

"The effect of such withdrawals of support, in an undertaking which is wholly dependent upon full collaborative joint effort for successful accomplishment, is practically to inactivate the NIS production program, in its entirety.

"If the vital basic intelligence requirements of the Government are to be met, continuous fiscal support and stability of personnel organization are imperative."

3. The Secretary of Defense on 16 October 1950 directed the Department of the Army to explore this problem with the other Services, and indicated the Services should attempt to make their contributions without adding to current budgetary or personnel quotas assigned for intelligence duties. The Services, however, found that additional funds and personnel would be required to meet their commitments under the NIS Program. The increased staffs were approved on 14 December 1950 by the Secretary of Defense who stated in his memorandum of the same date to the Director of Central Intelligence that the Department of Defense "recognizes the importance of maintaining the production of National Intelligence Surveys on a regular basis, undiminished by fluctuations in the world situation which result in heavy demands upon its intelligence agencies".

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4. The establishment of this principle is fundamental to a sound NIS Program. It will also operate to the advantage of the Intelligence Agencies in providing them with their basic intelligence needs on a continuing, long-range basis. The existence of an NIS on Korea would have greatly simplified the fulfillment of the spate of intelligence requirements arising out of the hostilities in that country. Its vital need in war further emphasizes the importance of the systematic collection, production, and maintenance of basic intelligence in time of peace. That is the essential purpose of the NIS Program.

5. Production goals for Fiscal Year 1951 were the equivalent of approximately 8 complete NIS. Actual production, on the other hand, was 270 sections, or about 4 equivalent NIS. Thus, roughly only 50% of commitments were met during the year. This low production is attributable mainly to the diversion of production effort arising out of the Korean war, to the difficulties in recruiting and training new staffs for NIS work, and to the general unbalancing of production throughout the NIS organization. While there was gradual improvement in the quality of contributions in most instances, there were still many inadequate contributions which required considerable revision to meet NIS requirements.

6. During Fiscal Year 1951, there were produced 14 NIS Preliminary Gazetteers totalling 148,000 geographic standard names. This exceeded the planned production rate by nearly 25%. The arrangements with the staff of the U.S. Board on Geographic Names is proceeding satisfactorily, and the IBM procedures for indexing and preparing material for publication have proved economical and efficient.

7. Base map requirements of all NIS contributors were generally met throughout the year. There were published during Fiscal Year 1951 a total of 18 NIS standard base maps and 14 page size maps. The NIS maps are being increasingly used for general intelligence purposes and are now being distributed to other government agencies as well.

8. Since the beginning of the NIS Program, there have been produced altogether the approximate equivalent of 12 complete NIS. In addition, there have been prepared base maps for 45 NIS Areas, and preliminary gazetteers for 42 NIS Areas, comprising about 425,000 standard geographic names. The production schedule for Fiscal Year 1952 calls for the additional production of approximately the equivalent of 10 complete NIS, base maps for 23 NIS Areas, and gazetteers for 12 NIS Areas. Provision is also being made for the initial preparation of the major portion of the NIS on Japan by U.S. activities in Tokyo.

9. The NIS Committee met 33 times during the year. Its proceedings were characterized by the consistent and exceptional degree of cooperation on the part of its members. Its major attainments include the complete revision of the NIS Standard Instructions, the development of permanent

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staffs devoted principally to NIS work in the Armed Forces Agencies, and the marked improvement in the coordination and review aspects of NIS production. The Chairman in his capacity as NIS Coordinator has been afforded outstanding support and assistance by all members throughout the year.

10. The NIS Program is doing much to emphasize and strengthen the collection of basic intelligence and considerable progress was made during the year in developing effective collection procedures. All of the Intelligence Agencies require their field activities to review published elements of the NIS and to report necessary changes, additions, and corrections without delay. They also require their field activities to initiate collection of "gap" information indicated in the "Comments on Principal Sources". In the case of the Air Force, there is a further requirement for Air Attaches to write the first drafts of all NIS requirements for which the Air Force has responsibility.

11. In summary, the NIS Program has successfully passed through the most severe year of operations, and is now in a greatly strengthened position for the long haul ahead. The contributing agencies appear generally confident they can fully meet the scheduled commitments for Fiscal Year 1952, providing their staffs are recruited and maintained at authorized strengths, and further providing they are used primarily for NIS work. The temptation to divert them to fulfilling pressing departmental requirements is always strong, but any move in this direction can only result in emasculating the NIS Program. That is the important lesson to be learned from this year's operations.

  
K. A. KNOWLES

## ANNEXES:

- I - NIS Coordination
- II - NIS Production
- III - NIS Review, Editing,  
and Publication

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## ANNEX I - NIS COORDINATION

1. The main efforts of the NIS Coordinator during the year were directed towards the development of capabilities within the Intelligence Agencies for a balanced production of NIS in accordance with scheduled commitments. The difficulties which resulted from the Korean war not only reduced production severely but also greatly unbalanced the whole NIS Program. Moreover, the new staffs were incapable of satisfactory work without considerable indoctrination and training. Experience in this respect indicates that it takes six months to a year to develop competent analysts for NIS work. This fact accounts in large measure for the slow resurgence of production even with a fairly large increase in staffs, and for the continued qualitative deficiencies in contributions.

2. Another important aspect of the NIS Program which was accorded considerable emphasis was the improvement of NIS procedures and requirements. During the year, the NIS Standard Instructions, including the editorial instructions, were completely revised. An entirely new organization was set up under the Scientific Intelligence Committee to produce Chapter VII, with coordination accomplished by the Chairman of the SIC (Assistant Director, Office of Scientific Intelligence, CIA). While the reorganizational problems were considerable and delayed production, a major revision of Chapter VII on the USSR had substantially been completed by the end of the year.

3. A third important concern of the NIS Coordinator throughout the year has been the development of adequate measures for the collection of basic intelligence necessary for NIS requirements under the maintenance program. It is apparent that much of the information in published NIS is incomplete and inaccurate. This was to be expected since time did not permit of comprehensive collection effort during the initial phase of NIS production. It is gratifying to note, however, that all contributing agencies have made substantial provisions for basic intelligence collection. In general terms, field activities are required to review all published NIS contributions on areas and categories for which they are responsible, and to make summary reports of errors to their departments. In addition, there are adequate provisions for the initiation of collection to fill "gap" information indicated in subsections "Comments on Principal Sources". While collection capabilities of the Armed Forces have been substantially increased, they are still incapable in many areas of meeting the comprehensive NIS requirements.

4. Considerable improvement was made in strengthening the coordinating and reviewing components in the Intelligence Agencies. These have been noticeably weak from the very beginning of the NIS Program with the result that the qualitative adequacy of contributions has been seriously deficient. All agencies have now made provisions for better qualified

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coordinating and reviewing staffs and for a more careful examination of NIS contributions before transmittal to CIA. While this will eventually result in a much needed qualitative improvement in NIS contributions, it has temporarily reduced production flow from the contributing agencies, since a large percentage of inadequate contributions are being turned back at the contributing agencies' level.

5. Improved inter-agency working level coordination has resulted from more frequent conferences and consultations. Increased emphasis has been given to improving the correlation of related intelligence appearing in the various sections of each NIS, which is increasingly more difficult as more sections are published. To assist contributors in this respect, there has been developed during the year the "NIS Correlation Guide" which sets forth the inter-relationships of subject categories covered by NIS requirements, in terms of fundamental and secondary treatment, so that proper cross-checking of data can be undertaken by contributors during the early stages of production.

6. The NIS Committee has been concerned for some time regarding production of the NIS on Japan while U.S. Forces were occupying that country and were in a position to utilize fully the intelligence capabilities existing there. A memorandum for the Secretary, JCS, was prepared by the NIS Coordinator in June 1950 with a proposed directive to be issued to the Commanding General, Far Eastern Command, for the preparation of the NIS on Japan. However, the opening of the Korean war made it infeasible to implement this proposal. In June 1951, the NIS Coordinator visited Tokyo and in cooperation with the Army NIS Committee Member and representatives of the other Intelligence Agencies, set up arrangements for preparing NIS on most of Chapters II to VI by U.S. activities in Japan, assisted by agencies of the Japanese Government. The drafts prepared in Japan will be reviewed by the responsible Intelligence Agencies in Washington before transmitting them to CIA.

7. On 16 January 1951, the NIS Committee issued a Special Report to the Director of Central Intelligence for consideration by the Intelligence Advisory Committee. The Committee recommended a substantial increase in NIS production in view of the critical world situation and the urgency of completing NIS on strategically important areas at an early date. The IAC considered these proposals on 16 March 1951, and decided the best that could be done for the remainder of Fiscal Year 1951 was to build up capabilities within the Intelligence Agencies to at least an 8 NIS-a-year level, and to reconsider this matter when the required level of production had been attained, with the view to possible further augmentation. The JCS High Priority List was amended on 21 February 1951 by the addition of a new "Highest Priority" Group of 24 NIS Areas selected from the JCS list of high priority countries and subdivided into 3 priority groupings. The main effect of this amendment was increased emphasis on Far Eastern and Satellite countries.

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## ANNEX II - NIS PRODUCTION

1. The NIS Production Schedule for FY 1951 was approved by the NIS Committee on 26 June 1950. It called for the production of 604 sections or the approximate equivalent of 9 complete NIS. The spate of ad hoc intelligence requirements arising out of the Korean war caused almost complete cessation of further production on the part of the Armed Forces Agencies, and to a lesser degree caused reduction in State's production effort. However, the Armed Forces Agencies continued to send in contributions that were in the process of completion at the outbreak of hostilities, so that while production dropped considerably there was at least a small steady flow of contributions during the time that additional capabilities were being developed.

2. A revised NIS production schedule was issued on 1 January 1951, and was based upon the estimated capabilities of the contributing agencies during the remainder of Fiscal Year 1951, taking into account the augmented staffs which had recently been authorized. In effect, this revised schedule called for a total production for the year of 549 sections, or approximately the equivalent of 8 NIS, which meant that the contributing agencies were required to make up most of the ground lost in the first half of the year by additional production during the second half of the year. This was found impossible, however, because of the difficulties of obtaining qualified personnel, and the time necessary to indoctrinate and train the new personnel for NIS work after they had reported for duty.

3. The production of NIS by agency for Fiscal Year 1951 is indicated in the following tables, which reflect the net production requirements resulting from the two schedules in force during the year.

Table I - July - December 1950

	Total Sections Due CIA	Total Sections Delivered to CIA	Total Defections FY 1951 (Sections)	Average Monthly Requirements (Sections)	Average Monthly Production (Sections)	Accomplishments (% of Require- ments Actually Produced)
State	92	75	17	15 1/3	12 1/2	82%
Army	91	32	59	15 1/6	5 1/3	35%
Navy	18	18	0	3	3	100%
Air Force	14	12	2	2 1/3	2	86%
CIA	15	9	6	2 1/2	1 1/2	60%
TOTALS	230	146	84	38 1/3	24 1/3	63%

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Table II - January - June 1951

	Total Sections Due CIA	Total Sections Delivered to CIA	Total Defections FY 1951 (Sections)	Average Monthly Requirements (Sections)	Average Monthly Production (Sections)	Accomplishments (% of Require- ments Actually Produced)
State	122	70	52	20 1/3	11 2/3	57%
Army	98	28	70	16 1/3	4 2/3	29%
Navy	37	6	31	6 1/6	1	16%
Air Force	18	10	8	3	1 2/3	56%
CIA	44	10	34	7 1/3	1 2/3	23%
TOTALS	319	124	195	53 1/6	20 2/3	39%

Table III - Total for Fiscal Year 1951

	Total Sections Due CIA	Total Sections Delivered to CIA	Total Defections FY 1951 (Sections)	Average Monthly Requirements (Sections)	Average Monthly Production (Sections)	Accomplishments (% of Require- ments Actually Produced)
State	214	145	69	17 5/6	12 1/2	68%
Army	189	60	129	15 3/4	5	32%
Navy	55	24	31	4 7/12	2	44%
Air Force	32	22	10	2 2/3	1 5/6	69%
CIA	59	19	40	4 1/12	1 7/12	32%
TOTALS	549	270	279	45 3/4	22 1/2	49%

4. Production during the first half of the year (Table I) was largely sustained by the contributions in advanced stages of completion at the beginning of the year. While new staffs were recruited throughout the second half of the year, they did not affect the production of finished

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contributions so that the net effect was decreased production as indicated by Table II. Thus, the actual production of NIS for Fiscal Year 1951 was approximately 50% of originally scheduled commitments, or about the equivalent of 4 complete NIS. In addition, there were 239 sections in various stages of preparation in the contributing agencies at the end of the fiscal year. The policy of establishing permanent staffs for the primary production of NIS, and which are adequate for meeting agency commitments under the NIS Program, should henceforth prevent a recurrence of this past year's unfortunate experience.

5. In consequence, the NIS production outlook for next year is promising. The Fiscal Year 1952 schedule calls for the production of approximately the equivalent of 10 complete NIS. In addition, arrangements are being made to produce first drafts on the major portion of the NIS on Japan by U.S. activities in Tokyo. Essentially, these will include: Chapter II (Military Geography); the Railway, Highway, and possibly the Ports and Naval Facilities Sections of Chapter III; Chapter IV (Sociological); Chapter V (Political); and Chapter VI (Economic). While it is planned to accomplish much of this work during this coming year, the final contributions in most cases will not be completed until the following year.

6. Fifteen of the 19 NIS standard base maps and 10 of the 11 page size maps scheduled for Fiscal Year 1951 were published. In addition, 3 base maps and 3 page size maps that were carried over from Fiscal Year 1950 and a revision of one page size map were published. In effect, the NIS base map production is proceeding according to plan and has been able to satisfy the requirements of all NIS contributors. There has been increasing use of NIS base maps throughout the Intelligence Agencies and other government activities. In this respect, the Aeronautical Chart Service was able to use NIS map plates as a base for a series of world-wide aeronautical charts, thereby effecting a considerable savings in time and money. Some of the original base maps are in need of revision, which it is planned to accomplish during the forthcoming year.

7. During Fiscal Year 1951 compilations were completed on 14 NIS Preliminary Gazetteers, totalling 148,000 geographic names. The average production of 12,333 names per month exceeded the planned production rate by approximately 25%. Seventeen preliminary gazetteers were published and distributed during the year (4 of these were compiled in FY 1950). All NIS gazetteer requirements were generally satisfied throughout the year. While many of the published gazetteers require a greater name coverage, it will be necessary to defer such revisions until Fiscal Year 1953 in order to produce gazetteers on new areas that are required by NIS contributors. The use of machine methods for collating and reproducing gazetteer name lists continues to prove satisfactory, and has resulted not only in efficient production but also in eliminating the inherent errors of manual operations. In addition to compiling the gazetteers, the staff of the U.S. Board on Geographic Names has edited 238 NIS sections containing more than 200,000 geographic name references.

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## ANNEX III - HIS REVIEW, EDITING, AND PUBLICATION

1. The Basic Intelligence Division (D/B), CIA, received during Fiscal Year 1951 a total of 270 sections from the various contributing agencies for review, editing, and preparation for publication. During the same period the Editorial Branch, D/B, reviewed and edited 281 sections, of which a number had been received during the previous year. Concurrently, the Publication Branch, D/B, prepared 310 sections for printing. During the year there was published and disseminated a total of 319 sections. These figures, incidentally, are not cumulative because of the overlap in the production flow. On 30 June 1951 there were an additional 150 sections in various stages of editorial processing and publication.

2. The table which follows indicates the qualitative adequacy of HIS contributions processed by D/B during the fiscal year:

## a) By Sections

<u>Agency</u>	<u>Category*</u>			<u>Total</u>
	<u>I</u>	<u>II</u>	<u>III</u>	
State	28	96	12	136
Army	8	40	18	66
Navy	8	24	4	36
Air Force	1	17	1	19
CIA	3	11	10	24
 TOTAL	 48	 168	 45	 281
 % TOTAL	 17%	 67%	 16%	 100%

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## b) By Percentages

<u>Agency</u>	<u>Category*</u>			<u>Total</u>
	<u>I</u>	<u>II</u>	<u>III</u>	
State	20%	71%	9%	100%
Army	12%	60%	28%	100%
Navy	22%	68%	10%	100%
Air Force	5%	90%	5%	100%
CIA	12%	46%	42%	100%

## \*Adequacy Categories:

Category I - NIS material which fully satisfies the fundamental requirements of a well-prepared and well-coordinated basic intelligence study, including such essentials as sound research, clear presentation, and substantive adequacy.

Category II - NIS material which with reasonable editorial support by Basic Intelligence Division, CIA, will satisfy minimum NIS standards.

Category III - NIS which will not satisfy minimum NIS standards without major revision.

3. The over-all percentage of contributions in Category III (16%) shows a gratifying decrease over the corresponding figure for Fiscal Year 1950 (25%). However, the number of contributions from Army and CIA in Category III leave much to be desired. In the case of Army, this situation generally results from contributions submitted by the Technical Services, mainly Transportation Corps. In the case of CIA, the cause lies principally in Sections 56 (Intelligence and Security) which are prepared by the Office of Special Operations. The D/B staff has held numerous working level conferences with these contributors leading to corrective measures, which have resulted in improvement in recent contributions.

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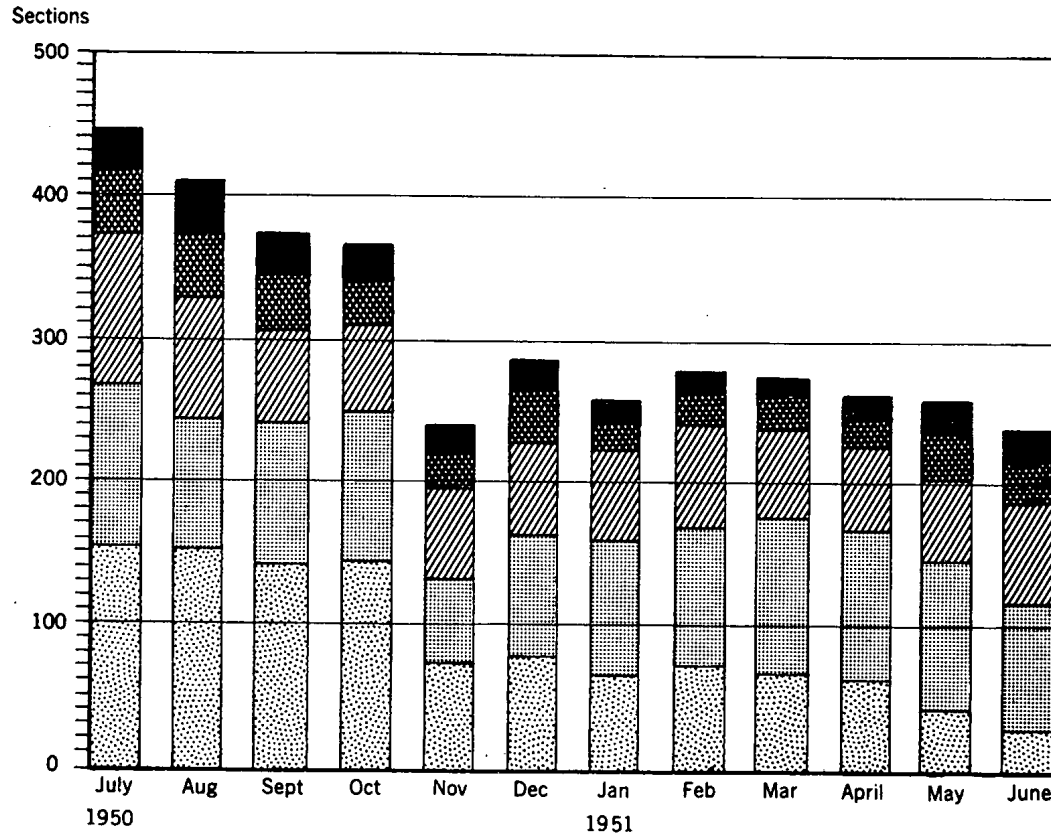
4. Contributions in Categories I and II for the most part showed an encouraging improvement in terms of substantive content and scope. This trend was particularly evident for the more recent contributions, and indicates that the coordinating and review functions of the section and chapter coordinators are being performed in a more competent manner. Even so, there is still an inordinate and unacceptable load being placed upon the D/B staff which should properly be borne by the contributing agencies. The problem is clearly understood by all contributors, and there is evident desire on their part to improve the situation as soon as they can fill their staff complements and train their new personnel. This is particularly important in view of the much heavier production schedule for Fiscal Year 1952 of an average production of 53 sections a month, which is more than double the average production for this year.

5. As in past years, the printing of the NIS has been done by the Special GPO facility (State Services Unit). The quality of the printing has been satisfactory, and early difficulties have been largely overcome. However, the length of time necessary to print the NIS is still excessive, averaging three calendar months. Two factors appear to be largely responsible for this condition. First, the relatively low and uneven production flow of NIS material during the year has made it necessary for GPO to take on other work in order to keep its staff employed. This in turn has frequently held up NIS printing for considerable periods. Second, the crowded space conditions have slowed down printing operations and caused inefficiencies in the handling and processing of material.

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## NIS MATERIAL IN PROCESS IN THE AGENCIES



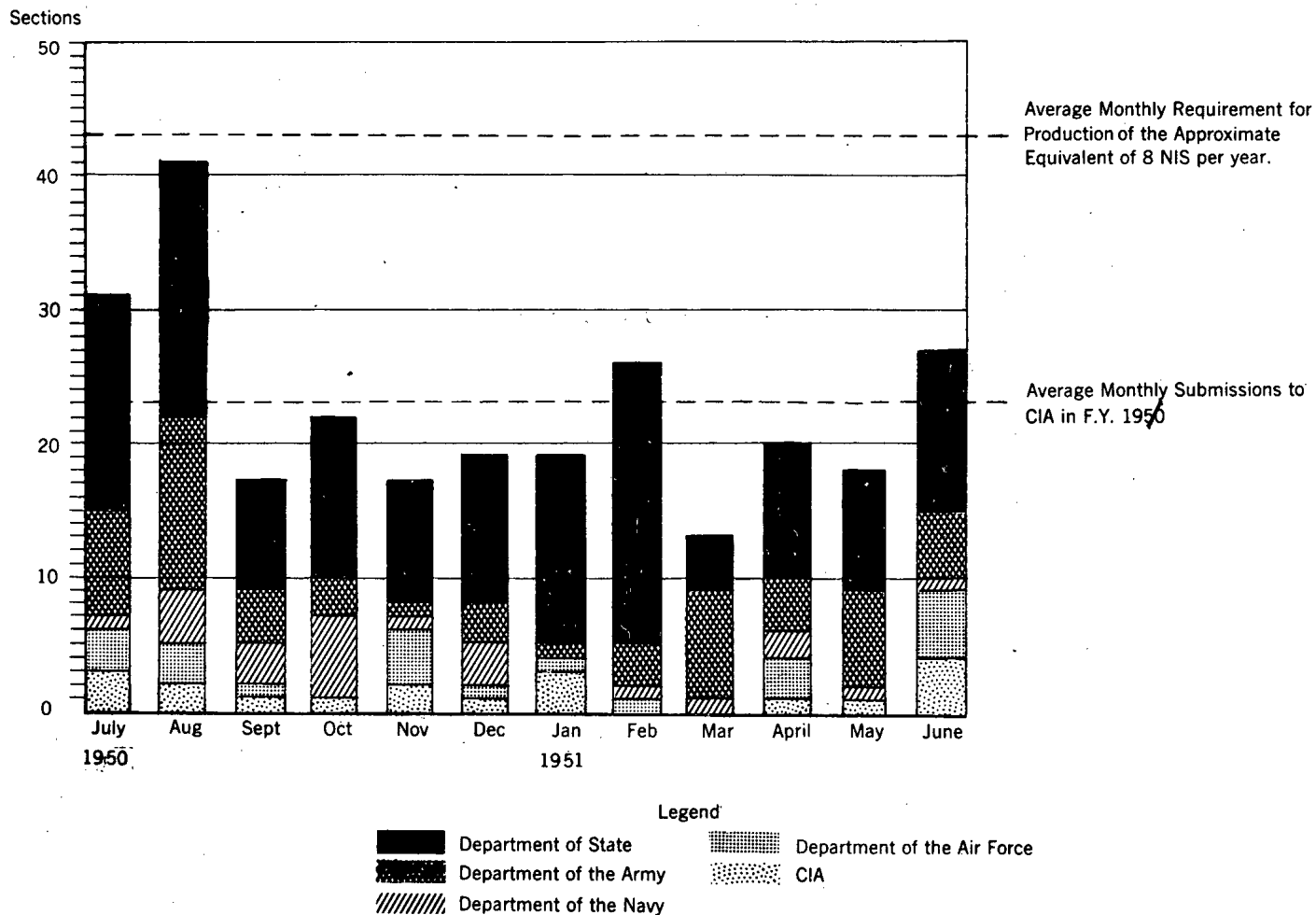
## Legend

- Phase 5. Contributions being prepared for submission to CIA.
- Phase 4. In process of review and coordination by the Chapter Coordinator.
- Phase 3. Draft complete and in process of substantive review by producing component.
- Phase 2. Draft approximately  $\frac{2}{3}$  complete.
- Phase 1. Draft approximately  $\frac{1}{3}$  complete.

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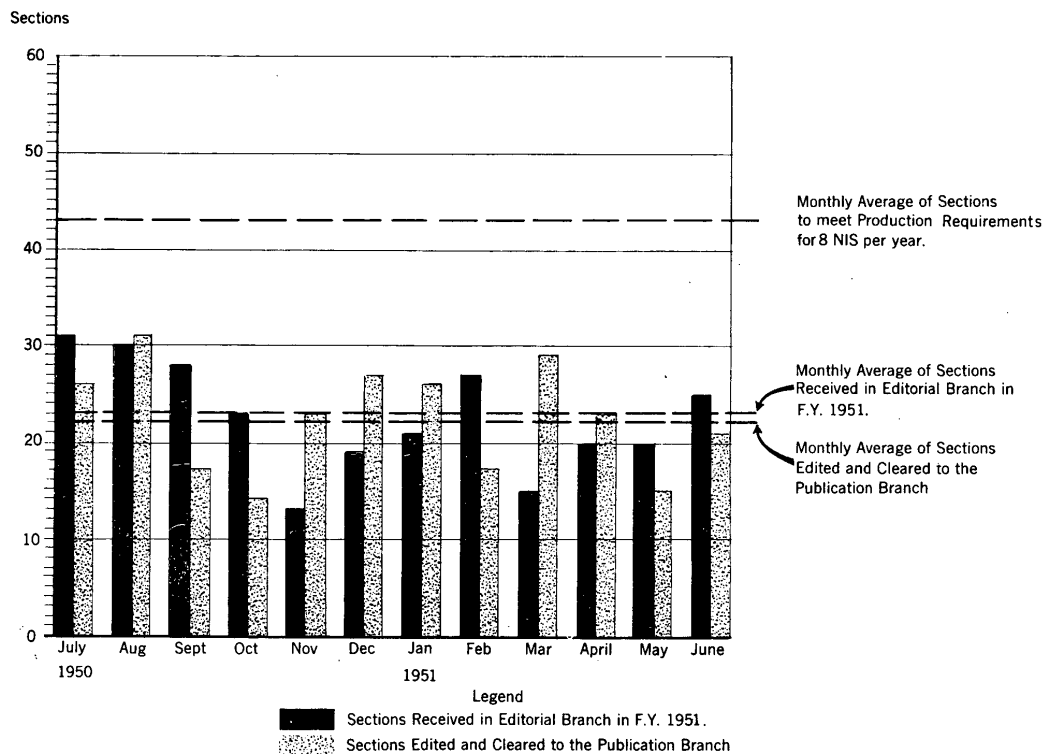
## AGENCY SUBMISSIONS OF NIS SECTIONS TO CIA



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EDITORIAL BRANCH PROCESSING OF NIS MATERIAL

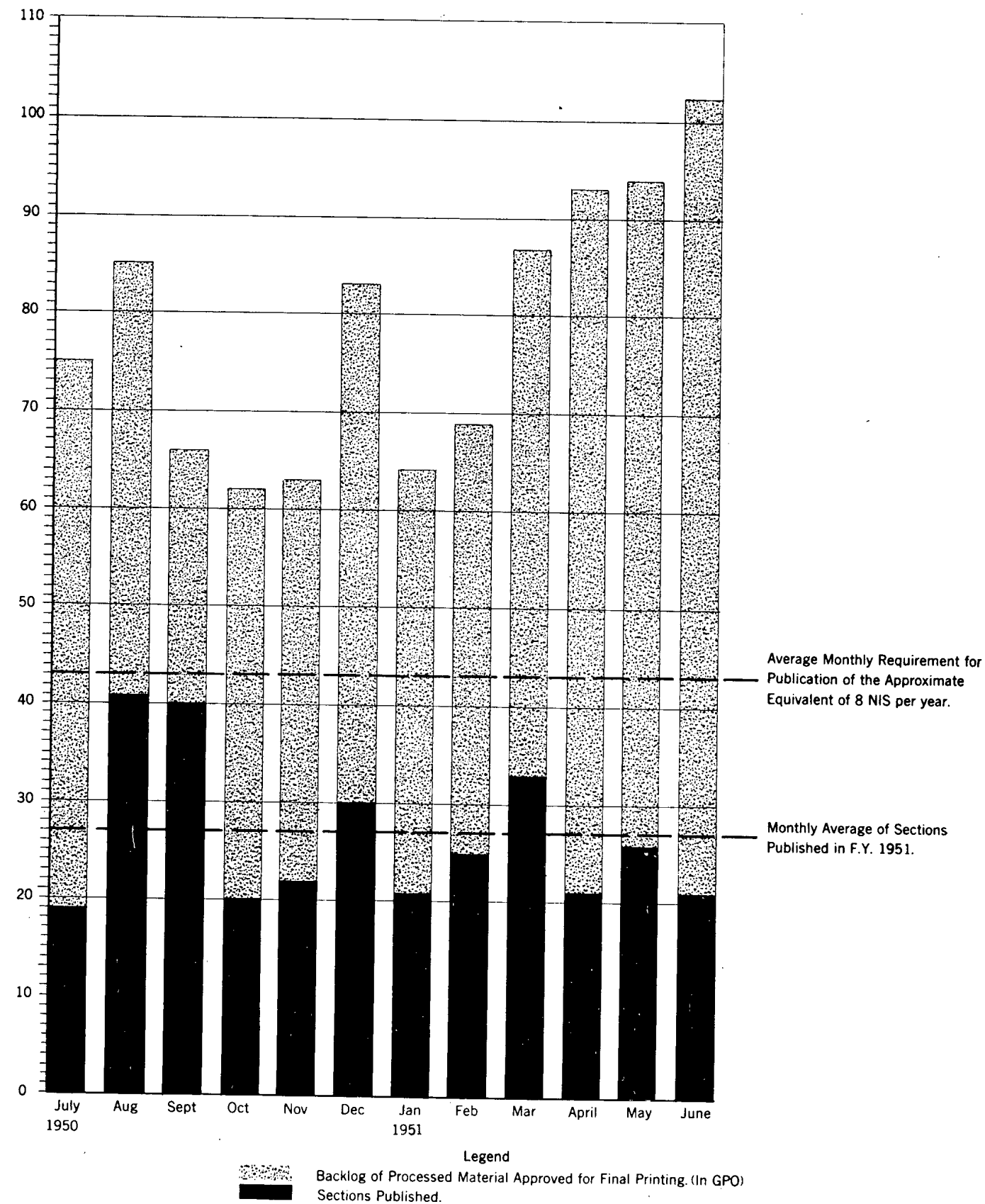


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MONTHLY PUBLICATION OF NIS, AND BACKLOG OF  
FULLY PROCESSED MATERIAL APPROVED  
FOR FINAL PRINTING

Sections



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